# CHAPTER IV.

## COLLECTORS, ASSISTANTS, AND DEPUTIES—DISTRICT WORK.

On first taking charge of an office an Assistant Collector generally finds it very difficult to get any clear idea of what his duties are, since they seem to consist almost entirely in giving orders, the great majority of which are of no apparent importance. He will at first think that there is scarcely any original work for him to do. He has to give orders on a great variety of matters in all of which the Mamlutdar has either expressed an opinion or given an order already, and everything that occurs in the district is reported not direct to the Assistant but through the Mamlutdar. It is evident from this that, as far as regards revenue work, supervision of the Mamlutdar and his establishment must be a great part of the duty of an Assistant Collector. But in most cases the first reports come from the village officers to the Mamlutdar, and the payments of revenue are all made to these village authorities by the ryots. It is therefore necessary to exercise supervision over the village as well as the district officers, and it is because this can only be done by moving about the districts that our Government, differing from those of the other Presidencies, has always been so particular about Collectors and Assistants travelling for the greater part of the year.

The chief objects of these tours are the following:—

1. To supervise and test by personal inspection the work performed by the numerous subordinates, whose services are indispensable under our system of revenue administration.
2. To obtain an idea of the wants of the country in the way of improvements of all sorts.
3. To gain acquaintance with subordinate Government servants of all classes and with influential inhabitants of the districts, and thus to make the first two objects more easy of attainment.

4. To give to the lower and more ignorant classes of the people easy access for the purpose of making known their wants and complaints, and by listening to them to gain their confidence.

It is necessary first to point out in what way supervision can best be exercised over the work of the district and village officers. Experience shows that the fact of an order having been signed and issued affords little or no security that it will be carried out. The part that European officers can take in the revenue administration of the country must be limited to a certain amount of check and percentage examination. The great number of stipendiary and hereditary officials necessary under our ryotwaree system can only be kept in order by impressing them with a wholesome dread of the probability of their shortcomings being brought to light and punished. If a Mamlutdar believes, from what he knows of the character and habits of an Assistant, that after the issue of an order the Assistant will satisfy himself that it has been properly carried out, this will make him far more careful and zealous than the mere receipt of a dozen strongly worded orders. An Assistant can himself examine only a small percentage of accounts, receipt-books, boundary-marks, &c., and it is therefore all the more necessary that the examination which is made should be thorough and complete.

The first thing for an Assistant Collector, who is new to his work, to do on encamping in a village, will be to send for the Patel and Koolkurnee or Talatee, if they do not come to him of themselves, and simply talk to them about the cultivation, roads, and school of the village, and any other points that may have occurred to him on his journey. The next thing will probably be to appoint a day for '*kul ruzuwút*' or examination of ryots' receipt-books, and of this only sufficient notice should be given beforehand to enable the ryots to be got together. The orders of Government on this point will be found further on; but the Assistant Collector should, in doing this, by no means confine himself to examining the state of each man's receipt-book and the amount of his payments, but should, when that is finished, take the opportunity of the villagers being assembled to ask them if they have anything to say in the way of complaints, wants, &c. Things may thus often be found out in a quarter of an hour's talk which would never be the subject of petitions, especially if the Assistant accustoms himself, as he soon may do, to be independent of the assistance of his own office people, and to

go to the kul ruzuwát alone. Petitions should, when necessary, be inquired into on the spot, and no opportunity missed of visiting fields, tanks, buildings, &c., about which there may be quarrels or petitions. Anything very bad in a sanitary point of view (which is not very likely to be the subject of petition) should be noticed and reported to the Collector if necessary. The school should be visited and reported on to the local Educational authorities if necessary. The rules for examining boundary-marks will be found further on, as also those relating to local funds, roadside trees, village officers, &c., but all these subjects may give the Assistant work even in out-of-the-way villages, and so of course will various magisterial and police duties, which are not mentioned in this book.

The village work being thus disposed of, and the Assistant having gained, we may suppose, some acquaintance with a certain number of Patels and others, he begins to think what he should do in the way of supervision when he reaches a Mamlutdar's or Mahálkary's station. The first thing to look to is the amount of outstanding work and unanswered references. These are generally contained in two or three '*rumáls*,' or bundles of records, and should be gone through carefully, and the Mamlutdar called on to explain any undue delay, &c. If any particular matter seem ill done, the file containing cases of the same sort previously decided should be examined. So also should any class of cases in which the Assistant Collector may, from experience of his work, think the Mamlutdar to be wanting. He should make as much acquaintance with the Karkoons of the Mamlutdar's establishment as possible, and in examining the records it is generally better not to have the Mamlutdar himself present. There is no better practical test of a Mamlutdar's efficiency, and the interest he takes in his work, than to ask him off-hand for the particulars of any petition that may have been presented. A good officer will generally be able to give an account of the whole case, while it is a bad sign if the Mamlutdar has to refer to a Karkoon before he can tell anything about it. In the matter of taking petitions—although it is not supposed that he is to do the Mamlutdar's work for him—the Assistant should be very chary of refusing any, or of returning them with a recommendation to apply to the Mamlutdar, the village officials, &c. Of course, when the petitions refer to matters which ought to be taken into the Civil Court, or which distinctly belong to other departments, nothing can be done, but any about matters in which the Collector

has any authority should be received, even if they can only be sent on with an endorsement, and any complaint against the Mamlutdar, Karkoons, or village officials should receive particular and immediate attention. Nor should oral petitions be discouraged, even though it may be necessary, before anything is done, to get them reduced to writing. It is very necessary also to warn young Assistants not to allow their Sheristedars or Karkoons to take too much upon themselves or to exercise any independent supervision over a Mamlutdar's work, which they are very ready to do if not checked. No one in this position should be allowed so much power as to make it worth a Mamlutdar's while to conciliate him or gain his good will. And as to the common people although it may be hard or next to impossible to make them believe that the office people have no influence, it is easy to show them that every man can, if he likes, come and tell his story to the Saheb in his own way, and at his own time, without any Brahman intervention. In simply riding from village to village or about the country, a little observation will often show the Assistant things which require action of some sort, but which will never be reported. If drunkenness seem to be prevalent, he may assume that there is something wrong in the number or management of the liquor-shops, which should then be looked into, and in any case he should make himself acquainted with the local arrangements for the manufacture and sale of liquor, and do his best to check facilities for consumption. The state of repair of the roads, tanks, bunds, &c., should be noticed and the condition of the roadside trees. It is of course always necessary to observe the state of the crops, and to bring to the notice of the Collector any special wants of particular villages, such as water-supply, extension of the village site, &c.; at the same time the remedial measures which may seem necessary or possible should be mentioned. It is not to be supposed that the above, even with the detailed orders of Government on the examination of accounts, counting the Treasury, examining the Registration records, &c., which will be found separately, are by any means exhaustive as to the Assistant Collector's work. In every district special objects of observation will be found, and the taste of individuals will lead them to particular study of special subjects, and there is scarcely a subject that can be studied without some good resulting.

As to the manner in which the Assistant's tour should be arranged, it is desirable that he should, as far as possible, visit every part of

his charge, and if he gets within visiting distance of every village in it at one time or another in the year, he may be very well contented. If he does this it may be left to his taste how to do it, whether by a regular circuit or by a succession of marches broken up by long halts.

There are one or two more points with regard to work, on which it may be well to give a few hints. It is often a matter of difficulty to decide what petitions should be referred to Mamlutdars to report on, and what enquired into personally. This must of course often be decided by considerations of locality, but as a general rule it is safe to say that all complaints of extortion or tyranny by any Government servant under him should be enquired into by the Assistant Collector himself, and with the least possible delay. Another point not less important is for the Assistant Collector to see that in cases referred to the Mamlutdar for enquiry, the latter enquires into them himself, and does not simply send on as his own the report or conclusions of a general duty Karkoon or a Taláti. Unless care is taken to insist on this there can be no enforcing of responsibility. And whoever makes the enquiry, the procrastination and dilatoriness of native subordinates will constantly make the best efforts of an Assistant of no use unless he takes personal trouble to ensure a prompt report. In fact the disposition to let things slide is one of the characteristics of native officials which their European superiors have most constantly to fight against.

In connection with the prevention of unnecessary delays may be mentioned the vernacular monthly returns of outstanding work (nikál patras) which are sent in by the Mamlutdars to the Assistant Collectors. If these are scrutinized, as they usually are, by a Serishtedar or Karkoon they will generally be found to be utterly useless. The Serishtedar will, if he thinks the number of outstandings unduly large, write an order to that effect, adding that they must be reduced, and he will go on writing this month after month till, finding that the Mamlutdar takes no notice, he will give it up as a bad job. But it will seldom occur to him to examine the returns critically and see which of the matters may fairly be allowed to take a long time, and which ought to be enquired into and disposed of with the least delay possible. But if the Assistant Collector himself examines these returns he will soon get a very good idea of the way work is done in any particular office, and it is his own fault if after that the Mamlutdar is allowed to spend an unlimited time over his enquiries, or to treat every sort of reference as of equal import-

ance. Many Mamlutdars think it a quite sufficient reason for any amount of delay in reporting things referred to them to say that they have given it to a Karkoon or a Talati to report on. This should never be allowed as an excuse, but the responsibility of the Mamlutdar insisted on for delay in everything that is sent to him, as he is of course quite as able to resist delay on the part of his subordinates, as the Assistant Collector is to resist it on the part of the Mamlutdar. It may also be mentioned that a close examination of batta bills of subordinate establishments will frequently show how the work of a taluka is done. The proper performance of their duty requires that the Mamlutdar and some of his Karkoons should be constantly going about the talooka: if a very small amount of travelling is done it is pretty certain that some works are neglected. But the number of days of absence from the kutcherry is a very small test, if the villages visited and the work done at each be not enquired into.

The upshot of the above is this. The European officer has to remember that although native officials will constantly and day after day sit over their work for numbers of hours that would be intolerable to a European, their prevailing disposition is to do their work mechanically and shirk responsibility. There are of course exceptions, but among these exceptions will be found some whose zeal is not according to knowledge, and who therefore need as much restraint as the others do stimulus. But the district officer will soon find out the exceptions for himself; here it is sufficient to mention what is most characteristic of the class of men with whom young officers have to deal when beginning their work.

NOTE.—Many of the matters here mentioned would more properly have come in other chapters, but it has been thought better, in order to save confusion, to put all these unauthoritative hints in one place.

1. **Tours.**—Collectors are to spend at least four months in each year in travelling in the districts and are expected, except in the case of the very large collectorates, to visit every taluka and inspect every Mamlutdar's office in their charge every year.—*G. R. No.* 5515, *Dec.* 14, 1869, *and No.* 5138, *Sept.* 25, 1874.

2. All Assistant Collectors are to spend seven months out of the twelve in their districts. It is not necessary to lay down a parti-

cular date for beginning and ending the tour, but four months are to be spent at the Sudder station during the monsoon.

If called into the Sudder station on duty between October 15 and June 15, the time so spent may be counted as part of the seven months, and travelling allowance drawn. But the time between June 15 and October 15 will not be allowed to count.—*G. R. No.* 4767, *Oct.* 4; *No.* 5923, *Dec.* 1, 1870; *and No.* 3719, *Aug.* 2, 1871.

3. **Tours.**—Commissioners may excuse the seventh month of travelling, but in any case in which this is allowed it should be reported to Government.—*G. R. No.* 5923, *Dec.* 1, 1870.

4. Time spent at hill-stations and sanitaria is not to count either in the Collector's four or the Assistant's seven months.

Raids consisting of long marches and short halts are of very little use unless made for a special purpose.—*G. R. No.* 4767, *Oct.* 4, 1870.

5. Government wish that Assistant Collectors should during their tours remain stationary for long periods at central and accessible places, and inspect surrounding villages from those centres.—*G. R. No.* 4966, *Sept.* 16, 1874.

6. Collectors and Assistants are not to reside for long periods at sanitaria or other favourite places, but may encamp in cool and healthy places within their charge during the fair season for reasonable periods, provided no expense or inconvenience is occasioned to the public.—*G. R. No.* 7829, *Dec.* 6, 1852, *and No.* 981, *Feb.* 18, 1854.

7. Assistants are to spend at least fifteen days at each Mamlutdar's and seven days at each Mahalkery's stations in their charge in each year.—*G. R. No.* 4767, *Oct.* 4, 1870, *and No.* 3933, *July* 10, 1873.

8. Collectors on tour should take as small an establishment as possible with them, and have the bulk of their clerical work done at the Hoozoor.—*G. R. No.* 1648, *May* 29, 1874.

Collectors and their Assistants as well as all other officers employed in the Land Revenue Administration and the Revenue Survey shall invariably in the course of their tours endeavour to explain to the ryots the precise meaning and scope of the law relating to the assessment of land, taking care at the same time to impress upon the cultivators the advisability of making such im-

provements upon their land as they are able consistently with their means to effect.—*G. R. No.* 3745, *July* 20, 1880.

9. **Health.**—If an Assistant Collector has to return to the Sudder station for medical advice and is obliged to remain there more than a week, he must forego his travelling allowance.—*G. R. No.* 3705, *Aug.* 3, 1870.

10. Europeans are not to be deputed into unhealthy districts in the months of September and October, unless the exigencies of the public service absolutely require it. Heads of departments will in all cases be held strictly answerable for the observance of this precaution.—*G. R. No.* 3419, *Dec.* 13, 1847.

11. **Examination of accounts.**—The supervision of the accounts, from the ryots' receipt-books and village accounts to those of the Hoozoor Kutcherry, is one of the most important duties which the Collector and his Assistants can be called on to perform.—*G. R. No.* 1472, *May* 16, 1842.

12. Assistant Collectors are expected frequently to examine the ryots' receipt-books in different villages, and to compare them with the entries in the village books; and it is better to give but short notice of the intention to do this. This is the only way in which the payments made by the ryots can be tested, and is the chief check, therefore, on patels and village accountants. These inquiries should, as often as possible, be carried on on the spot, as if the ryots are required to attend at the Assistant Collector's camp some miles from their houses, not only will a great many of them stop away, and great inconvenience be caused to the rest, but it will be difficult also to get the same amount of information in case of disputes.

Care should be taken to guard against the practice of the Koolkurnees keeping the ryots' receipt-books and making them up whenever they may be wanted for inspection, since their great benefit depends on every payment being promptly entered in them, and their being always in the possession of the ryots.—*G. R. No.* 5186, *July* 4, 1850, *and No.* 1717, *May* 30, 1844.

13. The following important order is inserted here in full:—

1.—The orders of Government passed so long ago as 1844 and 1850 are that "Assistant Collectors are expected frequently to examine the ryots' receipt-books in different villages, and to compare them with the entries in the village books, and it is better to give but short notice of the intention to do this;" and that "these

inquiries should, as often as possible, be carried out on the spot, as if the ryots are required to attend at the Assistant Collector's camp some miles from their houses, not only will a great many of them stop away, and great inconvenience be caused to the rest, but it will be difficult also to get the same amount of information in case of disputes." In the remarks on the present form of receipt-book in Hope's Manual of Revenue Accounts, published by order of Government, it is stated that the examinations of receipt-books "should be made by Assistants and Deputies during their tours without previous warning and sometimes at villages distant from their camps."

2.—The practice of calling ryots to a camp for the examination of their receipt-books, is contrary both to the letter and to the spirit of these orders. The primary object of the examination, which is to check fraud by ascertaining that receipts are punctually given by village accountants for all money received by them from ryots, will be frustrated if the ryots are called to the camps of District Officers, and particularly if they are allowed to come at their own time. Not only would the receipt-books of such ryots as are willing to travel to the camp be got into order, but care would be taken that no ryot who had been defrauded was called. And the practice would probably result in villagers being occasionally required to attend for days at the officer's camp, the possibility of which should be guarded against.

3.—There is no difficulty in carrying out the instructions of Government in this matter without interfering with office-work. Assistant and Deputy Collectors can spend an hour in one or two villages in the course of a morning's ride, and they are ordinarily sufficiently acquainted with the language of the district to be able to check the entries in the receipt-books by comparison with the ledger and the *vivâ voce* statements of the ryots without the assistance of a kárkún.

4.—For these reasons His Excellency in Council must insist on the instructions regarding the examination of ryots' receipt-books being strictly carried out, and it will be the duty of the Commissioners to see that these orders are carefully attended to by the officers concerned.

5.—The detailed examination of village accounts can, as a rule, be conveniently done by Assistant and Deputy Collectors only in their camps, and His Excellency in Council does not object to this practice. The examination of village records, on the other hand,

which work has to be shown separately in the prescribed statement, and which consists principally of seeing whether the papers are kept in accordance with orders, can usually be best done in the villages, and it is not expedient that village officers should be required to carry all their records to distant places. The records are not however usually very bulky, and there would be no hardship in requiring those of villages within a few (say 5) miles of the camp, to be brought to the camp. Government do not desire to interfere unnecessarily with the discretion of District Officers in this matter. But when it is found that an officer visited for all purposes only 43 villages in the course of the year, while he examined records of 109, there is reason to infer that he travelled too little and made the village accountants travel too much.—*G. R. No.* 1806, *March* 17, 1882.

Though the comparison of ryots' receipt-books is discouraging work, and though they take no interest in it themselves, it is necessary to persevere in it lest they should lose the valuable safeguard afforded by the system of receipt-books.—*G. R. No.* 5469, *Oct.* 2, 1873.

14. One of the strongest arguments in favour of the Hoozoor Forms 3 and 4 (Hope's Ml.) is to be found in the ready and effectual check they afford over the talooka accounts. To ensure this check being thoroughly exercised, at the end of the revenue year the Assistant or Deputy in charge of the talooka is to compare the collections shown in Form 3 with the amount of the several items of revenue represented as having been collected in the Jummabundy Talebund, and certify to their correctness and to the amount of balance outstanding. The Talooka Talebund (Form No. 28) is to be compared by the Assistant with the different village Jummabundy Taraobands (Form No. 10) from which it has been compiled. These precautions are especially necessary now that the office of Dufterdar has been abolished. The Collector must satisfy himself that this work has been thoroughly done.—*G. R. No.* 1454, *Nov.* 6, 1869.

15. In all cases in which the examination of talooka accounts cannot be made by the Assistant Collector, the Collector should arrange for the examination being made by the Dufterdar or otherwise.—*G. R. No.* 5706, *Nov.* 21, 1872.

16. **Examination of boundary marks.**—The preservation of boundary-marks depends mainly upon the manner in

which Revenue Officers perform the duty of periodical inspection, and this work is most important, though often distasteful.

With the view of securing a more efficient and satisfactory supervision of boundary marks by Táluka and District Officers the following instructions are issued:—

"I.—For the purpose of táluka inspection of boundary marks, the number of fields in each village shall be divided into four equal sections, and the fields comprised in one section shall be inspected by the General Duty Kárkun in each successive year. Thus the whole village will be completely supervised in a period of four years.

"II.—The division of the boundary marks of a village into sections as directed in Rule I. shall be made once for all by the Mámlatdár personally with the sanction of the Assistant Collector, who should be supplied with the division lists to enable him to take the necessary tests of the work performed by the Táluka Officers.

"III.—Each General Duty Kárkun shall be duly supplied with lists specifying the fields of each village in his charge, which he is required to inspect in a particular year.

"IV.—The inspections by General Duty Kárkuns must be careful and thorough, and the results of their inspections should be noted in village form No. III. against each field as indicated in the form.

"V.—The General Duty Kárkun should, when the required inspection in a village is over, sign a certificate at foot of village form No. III. to the following effect:—

"'I hereby certify I have personally examined the boundary marks of the fields noted by me as examined against each field.'"

With reference to the above officers, are reminded by Government that thorough inspection is to be ensured not so much by the issue of circulars as by the personal supervision of the Collector and his Assistants and of the Commissioners.—*G. R. No.* 3090, *May* 30, 1881.

17. For the first three years after the Survey the boundary-marks of all the villages are to be inspected every year, after that every alternate year.—*G. R. No.* 263, *Jan.* 26, 1864.

18. **Jummabundy**:—[The Jummabundy or annual settlement of the land revenue of each talooka was in unsurveyed districts the most important revenue work of the year, and took up

a great deal of time owing to the necessity of ascertaining accurately the changes in every village in the amount of land actually under cultivation, and also owing to constant claims for remission. This is all changed by our Survey system, and it was proposed therefore to do away with the old plan requiring the Assistant to examine the papers of each village in the talooka at a certain time. On this proposal the following order was passed.]

19. The term "Jummabundy" does not imply any alteration in the assessment of the land, but merely shows the amount of annual revenue for which the village is liable, which varies with the area of land taken up for cultivation.

The accounts are now so simple, and there is so little fluctuation in the extent of land cultivated (every acre that is fit for cultivation being, as a rule, taken up), that the process of Jummabundy involves comparatively little clerical labour. On the other hand, there are very great advantages in a system which brings the heads of every village into contact once a year with the Assistant or Deputy in charge of the talooka. It is the time at which any village want in the shape of a rest-house, school, well, or the like can best be made known, and at which business involving the personal attendance of the parties, such as the appointment of a Patel or Koolkurnee, can best be disposed of.

The present system should therefore be maintained, and the "Jummabundy Taraobund" examined, and signed by the Assistant or Deputy.—*G. R. No.* 597, *May* 20, 1867.

20. The Revenue Survey does not supersede the necessity of a careful Jummabundy Settlement, which should be effected at not less than three places in each talooka, especially with a view to check the unauthorized transfer of lands to wealthy or influential individuals.—*G. R. No.* 1445, *March* 23, 1857.

21. All settlements should be completed by the end of February, or at latest March 15th, and the cause of delay in the settlement of any talooka should be briefly explained.—*G. R. No.* 161, *Jan.* 18, 1864, *and No.* 330, *Jan.* 25, 1868.

22.—**Remissions.**—One of the great objects of the new Survey is to diminish the necessity of remissions; to remove it altogether is not to be expected until the condition of the ryots shall be raised by a continuance of light assessment and an efficient system of management.—*Govt. Letter No.* 1398, *April* 27, 1841.

Government desire that the Commissioners and Collectors will see that no remissions are granted without a careful scrutiny in each individual case.

Monthly returns should be submitted from each district showing the amount of remissions granted in that district during the previous month.—*G. R. No.* 2916, *June* 5, 1880.

23. Permanent and entire remissions should only be granted in cases of complete failure of crops, and in villages which have been subject to a succession of bad seasons. In other cases partial remissions, coupled with a postponement of the remaining Government demand or part of it, may be sanctioned. Individual inquiries should, as far as possible, be avoided, and measures of relief, as a rule, applied to entire villages. In talookas where the assessment is very light the ryots ought to be able to meet deficiencies in occasional bad years.—*G. R. No.* 181, *Jan.* 15, 1867.

24. The following order, though it does not relate exclusively to remissions, is inserted here :—

1.—Government are of opinion that it is not expedient or desirable to issue any order prohibiting absolutely the grant of the occupancy of land to pauper cultivators. In allowing land to be taken up for cultivation by persons who possess little or no capital the Collectors must exercise their discretion on consideration of the varying circumstances of different districts. In collectorates inhabited in parts by hill men and tribes whom it is desired to wean from their wild life and induce to take to cultivation and a more settled mode of existence, it would be obviously impolitic to refuse land to applicants merely because they were destitute of capital.

2.—With reference to the question of the grant of remission or the temporary suspension of the collection of arrears of land revenue when a Collector finds that there are special exceptional circumstances whether of season or otherwise in any year which prevent for the time being the punctual payment of the land assessment by the ryots, and that more liberal remissions and relif than he is authorized to grant are required, he should report the facts of the case to Government for orders in place of having immediate resort to the sale of the holdings and the distraint of the property of the defaulting cultivators.

3.—Those who have been once *defaulters* should not be again allowed to take up land without the special orders of the Collector. If the penalty of becoming a defaulter is absolute disqualification

from again holding land under Government, the effect may be beneficial.—*G. R. No.* 4297, *July* 25, 1881.

25. The system of enquiring into individual losses occasioned by alleged failure of crops is forbidden. When a group of villages has suffered from an exceptionally bad season, an average reduction of assessment all round will be made if necessary. When this is done, there will remain certain individuals unable from poverty to pay up their quota even after the proportional abatement from the full demand had been made. These cases will require to be particularly inquired into, and the unrealized balances due written off at the close of the collecting season, care being taken to ascertain whether this necessity is occasioned by the parties in question holding more lands than they have the means of cultivating, and in this case to require them to relinquish a part of their holdings. In every season, good or bad, even under the most liberal assessment, there will be a few cases of the latter description, to meet which some remissions will be requisite, but, under proper management, these will be altogether trifling.—*G. R. No.* 3899, *Oct.* 5, 1847 *and No.* 1200, *March* 7, 1874.

26. The Commissioners should, in the unsurveyed districts under their control, in which remissions are likely to be required, call upon the Collectors for a general outline of the principles they intend to be guided by in granting remissions, and see that they are suited to the varying necessities of the season.—*G. R. No.* 4021, *Dec.* 10, 1856.

27. The local officers should cause it to be made known that inspection previous to reaping is necessary to the obtaining of remissions, and should take care that there is no delay in making inspections after petitions are received.—*G. R. No.* 4795, *Oct.* 20, 1854.

28. Applications for remissions on account of kacha páts which fail to afford water should be enquired into, and complied with in seasons of drought.—*G. R. No.* 5456, *Oct.* 14, 1874.

29. Collectors and Commissioners grant remissions of assessment on account of loss by fire, the former to the extent of Rs. 50 to any one individual, and the latter to any amount up to Rs. 1,000.—*G. R. No.* 1054, *Feb.* 26, 1874, *and No.* 4451, *July* 19, 1877.

30. Collectors and Assistant and Deputy Collectors are authorized, when dealing with cases of unauthorized cultivation under Section 61 of the Revenue Code, to remit such portion of the assessment chargeable as may appear to them, on view of the circumstances, to be reasonable and desirable.—*G. R. No.* 1625, *March* 30, 1880.

31. When lands are taken up for public purposes, applications should at once be made for remission of the assessment due thereon. If this course be adopted, there will be no necessity to show the assessment of such lands in the return of outstanding balances.—*G. R. No.* 1404, *April* 23, 1880.

32. **Balances.**—As a general rule, all items of balance should be inquired into, and their relinquishment or immediate collection finally decided on, early in the collecting season of the year immediately following that for which they are due.—*Court of Directors, Sept.* 29, 1841.

33. The greatest caution should be observed in abandoning balances due on lands held partially exempt from the payment of revenue. On such lands balances should never be allowed to accumulate, and summary proceedings should be adopted if payment is not regularly made. In respect to those which have been transferred by sale or mortgage since the balances became due, it does not appear that this fact should invalidate the claim of Government, since the land must have been transferred with all its liabilities. If the mere transfer of land could relieve it of all Government demands then existing, frauds without number would soon be committed, to the great detriment of the Government revenue.* Means should therefore be taken, unless the lapse of time be very great, for recovering all such balances.—*Govt. Letter No.* 420, *Jan.* 28, 1845.

34. **Examination of Schools.**—The position of Revenue Officers in charge of districts gives them special facilities for stimulating the progress of education and examining into the state of primary schools. Government concurs in the wish of the Director of Public Instruction that Assistant Collectors should note and report such points as the number in attendance at schools, cleanliness, ventilation, discipline, local feeling about the school, schoolhouse accommodation, and so on, and also examine the schools when convenient.—*G. R. No.* 89, *Feb.* 10, 1871.

35. Government have never made the examination of schools by Assistant Collectors compulsory, as the zeal of those officers has hitherto rendered any such order unnecessary. In 1871, Government recorded their opinion that, in consideration of the success which has attended their voluntary efforts, authoritative instructions on the subject would not be issued; and His Excellency

* The Revenue Code now provides against this.

in Council is quite content to leave matters on their present footing.—*G. R. No.* 6825, *Dec.* 24, 1874.

36. [The planting of roadside trees being in most cases the duty of the District Officers the rules are given here.]

**Road-side trees.**—The following are now the standing order on this subject to which, as will be seen, Government attach great importance:—

1.—The road-side trees in each district are to be placed under the Collector and his Assistants. These officers have the control of the Mámlatdárs and their establishments, the patels, kulkarnis, talátis and village servants, and have therefore means at their disposal of securing attention to the trees and nursery plantations that are not available to officers of the Public Works Department, or to Local Fund Engineers.

The Assistant Collectors also are constantly moving about in their districts and have more frequent opportunities for supervision than the single Executive Engineer in charge of a large district.

2.—The Executive Engineer will therefore at once transfer the road-side trees which are now under his charge on all lines of road to the Collector with the funds available, and with a memorandum showing the present state of the trees, the number of each kind alive, those which are now being watered and those which no longer require water, the number in the nurseries, and the parts of the road that remain to be planted. It is understood that the trees on Local Fund roads are already under the charge of the Collector, and it is only necessary therefore when the trees have been under the exclusive care of Local Fund Establishments to entrust them to the Mámlatdárs and village officers.

3.—Executive officers of the Local Fund Establishments and of the Public Works Department are not to consider themselves relieved from all concern with the road-side trees by these orders; on the contrary, they are to exercise the most careful supervision over the action in respect of such trees of the Mámlatdárs and village officers, and it will be their duty to keep themselves informed of the state of the trees and to report immediately any neglect on the part of the táluka officials. They will also take care to provide the necessary funds in their budgets (Imperial and Local) for the plantation and preservation of the trees.

4.—It is presumed that nurseries have been formed in each district in accordance with the instructions contained in Government

Circular, Public Works Department, No. 370-A., dated 17th June 1878, but where this has not been done immediate measures should be taken to provide nurseries in convenient localities with a sufficient number of trees in pots for planting all the made roads of the district with trees 25 feet apart. 20 per cent. in excess of the number required should be provided to allow for failures.

5.—The instructions in the circular above quoted are to be carefully attended to. The patels are to be encouraged to take an interest in the trees, and those who distinguish themselves in this respect are to be rewarded by pagris presented by the Assistant Collectors at the jamábandi, and when the trees are large enough to require no further care, the names of the patels who assisted in their plantation and care are to be inscribed in English and the vernacular on a conspicuous monolithic pillar erected on some well frequented part of the road.

The date of the plantation and the name of the Collector of the District should also be recorded. It will afford useful information as to the average growth and life of trees.

6.—The trees of each village are to be entrusted to the patel and kulkarni, or where the number exceeds 211 (half a mile at 4 trees per 100 feet on both sides of the road,) a certain number is to be entrusted to the patels and kulkarnis of adjacent villages.

7.—A weekly report is to be made to the Mámlatdár by the patel and kulkarni of each village shewing the state of the trees and their hedges, the number alive and dead in the nurseries and on the roads.

The Mámlatdár, after verifying the village reports in person or by deputy, will embody them in a general return and forward them fortnightly to the Assistant in charge of the district, who will give such orders as may be necessary and forward the reports monthly to the Collector, who will transmit them in a condensed form to the Commissioner, by whom they will be laid before Government.

8.—Immediately a tree is reported to be dead, if the period for planting has not expired, the patel is, without awaiting orders, to procure another from the nearest nursery and to plant it on the road.

9.—Local Fund Engineers or Executive Engineers, Public Works Department, in charge of districts, are to report the state of the trees to their official superiors whenever they inspect the roads, and are to keep themselves informed on this subject by means of monthly

reports from the Overseers in charge of the road repairs. They will of course bring to the notice of the Collector any instance in which their subordinates report the trees to be neglected.

10.—The Conservator of Forests and his Assistants will take notice of the state of the road-side trees and report to the Collector any instance of neglect in the plantation of trees in soil or situation unsuited to their growth.

* * * *

12.—In the Konkan where land is valuable, the patels frequently object to plant road-side trees owing to the injury to their fields from the shade; in such cases they may be induced to plant mango or jack fruit trees if an assurance is given them in writing that Government has no claim on the fruit of such trees.

The Collectors are authorised to give such an assurance in a simple form as follows:—

The Sirkar (or the owner of the field as the case may be) has planted trees on the boundary of the field of A. B.* In consideration of the injury which the trees may do to the field, A. B. is hereby granted the fruit of such trees; he and his children are to enjoy the fruit of the trees as long as they continue to hold such field. Government has no claim to the fruit, and it may be sold or given away, but the trees are the property of Government, and shall not be cut down or injured by any one.†

* Here give the number and description of tree and the survey number of the field.

13.—A great impulse to tree-planting may be given by the grant of similar sanads for the plantation of trees in occupied numbers. It is true that Government have no claim to trees planted in occupied lands, but the people do not understand this, and the issue of sanads gives them an assurance which they would not otherwise have. Many lakhs of trees were planted in Khandesh in this way, and the fruit is now more valuable than the grain crop which has hitherto been cultivated.

14.—The Commissioners of Divisions will have a number of sanads printed and placed at the disposal of Collectors and their Assistants, and will report the number issued on the first of May of each year.—*G. R. No.* 3283, *June* 26, 1880, *and No.* 3812, *July* 22, 1880.

† NOTE.—When fields are mortgaged care should be taken to enter the name of the owner, not that of the mortgagee.

37. There are certain saline tracts in Sind in which many descriptions of trees would not grow, but there are certain varieties of trees, as for instance the Peeloo, which are peculiarly suited to these saline districts, and trees of that sort should be planted in such places. The Peeloo thrives well in Sind and in the salt tracts of Gujarát and the Rann of Kutch, which are almost identical with Sind in climate and soil.—*G. R. No.* 3811, *July* 22, 1880.

38. Bábul trees should never be *planted* as road-side trees except where no other trees will thrive. Bábul affords a very imperfect shade, and there is no excuse for planting it in Kaira, where mango and every kind of tree grows so luxuriantly.—*G. R. No.* 6124, *Nov.* 19, 1880.

Where bábul springs up spontaneously in soil well suited to its growth it may be tolerated, for it is better than nothing; but bábul, it is well known, affords a very inferior shade, and, as measures are being taken to provide road-side trees for all roads, it is better to expend money and energy on trees like nim and tamarind, which afford a more perfect shade and are equally suited to the barren soils of the Deccan.—*G. R. No.* 2379, *April* 27, 1881.

It is not intended that bábul should be cut down to make room for the planting of other trees.—*G. R. No.* 4251, *July* 22, 1881.

39. Road-side planting may often be most usefully supplemented by utilizing small plots of waste land along the roads,* and making mango or other plantations thereon. Especially in places where wells are built for the use of travellers, thirty or forty mango trees planted round (but not near enough to allow of their leaves falling into the wells) will soon provide convenient and shady resting places for travellers.—*G. R. No.* 4251, *July* 22, 1881.

* Such for instance, as corners of fields too small to be of any use for cultivation, and for which compensation had therefore to be given when the line was acquired.

40. It should be remembered that natural jungles afford very poor shade to the traveller, and that it is, therefore, necessary that trees should be systematically planted.

Bullock tracks need not be planted. If cuttings of sufficient height are planted they require no hedges, for the upper part is beyond the reach of cattle; all that is necessary is to fasten a few thorns to the cutting itself to prevent cattle from rubbing against it.—*G. R. No.* 4894, *Aug.* 25, 1881.

41. Branches of wad and peepal should not be planted. They never grow into good trees, the only tree that does grow from cuttings is the nándruk.

Wad and peepal trees which have been planted may be allowed to stand, but they should not be counted as trees. Another tree of tamarind or neem should be planted by their side, and as soon as they are well established the wad should be cut down.—*G. R. No.* 4893, *Aug.* 25, 1881.

42. It is bad economy to establish a nursery for only 200 trees. One man should be able to take care of *at least* 2,000 trees, and if conveniently situated as to water, even 3,000 is not too much one man to attend to.—*G. R. No.* 4618, *Aug.* 9, 1881.

43. The monthly return of road-side trees should be submitted on the 20th of the succeeding month.—*G. R. No.* 5528, *Sept.* 23, 1881.

44. The expenditure on road-side avenues should be charged to the Public Works allotment or to Local Funds, according as it is incurred on an imperial or a local road.—*G. of I. No.* 2203, *July* 28, 1870.

The Collector should have authority to cut milk-bushes not only on Local Fund roads but on Provincial roads also, wherever he considers it necessary for the growth of better kinds of trees.

2.—On the principle laid down in Government Resolution No. 3788, dated 9th August 1870, and Government Resolution No. 2570, dated 9th May 1881, the proceeds of dead wood and of loppings of trees on Local Fund roads should be credited to Local Funds, and of those on Provincial roads to Provincial Fund.—*G. R. No.* 8862, *Dec.* 18, 1882.

45. **Grant of land for Tree planting.**—In order to encourage private individuals to plant trees on their own account along roads, and clumps of trees (topes) in the vicinity of halting-places and about wells near high-roads, the Collectors may, with the previous sanction of the Commissioners, remit to persons who may plant trees in clumps the assessment on such land, not exceeding one acre in each clump, so long as the trees are properly preserved and protected, and are available to the public for shade or shelter. The produce of the trees is to be at the sole disposal of the individuals planting them. The Collectors are also empowered to grant a similar remission of assessment and the same rights to the

produce of the trees which any cultivator may plant along the side of a public road on land in his own occupation, provided that the strip of land so remitted shall not exceed ten feet in width from the ditches or drains at the side of the roadway.—*G. R. No.* 2887, *Aug.* 26, 1863.

46. Special applications for the grant of lands to persons desirous of planting trees will be entertained by Government when forwarded through the Revenue Commissioner.—*G. R. No.* 3862, *Aug.* 24, 1857.

47. **Rules for Tree planting.**—The following extracts are from Dr. Gibson's "Hand-book to the Forests of the Bombay Presidency," for these are still the best and most practical that have been published:—

The first part of the process consists in the excavation of holes, or the building up of mounds to receive the young trees, or the shoots of older trees if it is intended that the growth shall be chiefly from cuttings.

In countries where the soil is only of moderate fertility, and where, consequently, great luxuriance in the growth and spread of trees need not be looked for, the excavations should be made at a distance of ten feet from the outer edge of the gutter. The distance of one excavation from another should be twenty-five feet. In countries where the soil is very rich, as in Guzerát, the trees should be from fifteen to twenty feet distant from the gutter, otherwise their shade will be injurious to the road and incommodious to the traveller.

In a country where the soil is rocky or of moorum it is of importance to prepare, if possible, the cavities intended for the trees a year before the planting is to take place, as thus the rain of one season lodges in the holes, and, by tending to decompose and break up the strata at the bottom of the pits, makes it the less necessary to dig these of any great depth, because the roots, by the time they reach the lower strata, will have gathered strength sufficient to penetrate into them when previously softened by a year's rain.

In digging the holes a depth of three feet with a diameter of three feet will thus be found generally sufficient.

Advantage should be taken of any heaps of earth which may be found in or near the intended line to excavate there, as it is found that cuttings of the Fig tribe, and indeed all trees, make more

rapid progress in such situations than in those where the soil is rocky but perfectly level.

Those places on the line where there is solid rock cropping through the surface are to be passed over altogether, for even if at considerable expense in mining, an artificial hollow be produced, the roots make no way through the unbroken substratum or *towa*, as the natives expressively call it.

When, however, the rock is partly solid and partly of moorum, holes may with advantage be dug, as it often happens that in places where, from the look of the surface, a tree could not be expected to grow, the roots find some natural rift or fault through which they make their way, and produce a tree which agreeably disappoints the expectation of the planter.

In countries where the soil is rich and the rock far from the surface, no trouble need be taken in previously making excavations, but the trees or cuttings may be planted out at once.

In countries having laterite soil it will often happen that this is quite deep enough to make a hole dug at the time of the planting sufficient.

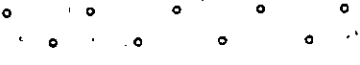
The holes having been thus prepared, the earth is to be filled into them previous to the first fall of rain, and the unfilled material made moderately compact by beating down, but not to a degree which will make it too hard.

The excavated places will be ready for the reception of cuttings, seeds, or trees after the first fall of rain, when the surrounding moorumee ground shall have been somewhat cooled.

With respect to the earth to be filled in, advantage should be taken of the best soil procurable in the vicinity. No refuse material whatever should be left out, as it will all play its part in the process of decomposition.

When the trees are to be planted on raised mounds instead of in excavations, these mounds should be surrounded with two tiers of rough stone to prevent the earth falling away or being washed away during the rainy season.

In forming the stands for trees, either by means of holes or of mounds, the quincunx principle should be kept to, as much as may be practicable, that is, the holes in one line should not face those on the opposite side, but rather medially, thus—



Besides the one cutting placed in each locality, from four to six seeds of other trees should be at the same time dibbled in with a common bit of stick, and each seed so placed that in case of its germination the young plant can be removed, if necessary, by being taken up and planted elsewhere. This cannot be done if the seeds are placed originally very near to each other, or in close contact with the cutting. Care should be taken that in planting the cuttings they be inserted to a sufficient depth in the ground, so as generally to have not less than three eyes covered by the soil.

The seeds should not be dibbled in more than two inches.

Trees of the Fig tribe will be found to be the most generally suited to all soils and climates, but of this tribe some are much to be preferred to others. Thus, though the Banyan will suit any soil, it is not to be preferred to the Nandrook, inasmuch as it is more liable to be eaten by cattle than the latter. It also affords a less dense shade, and therefore must be placed in the second rank.

In the third we have the Goollar or Oomer, moderately shady, rapid in growth, and hardy.

The fourth, the Peepree, which has a spreading head when the soil is of tolerable quality, but is not to be chosen for planting in other situations.

The Peepul does not appear to be a choice tree for road-sides.

Next to the Fig tribe, the tree most generally applicable to roads, especially in the upper and inland country, is the Mountain Neem (*Melia azadirachta*). It grows well in any soil, and even where there is little or no soil at all, in which latter case it throws out boles or buttresses, like the olive, round the root; and if these are but supported by a small platform of earth fenced in with rough stone the growth of the tree will be greatly quickened. It is always grown as a seedling, and not from cuttings. As it shoots to head very rapidly after having once got rid of its seedling germ, care should be taken to keep the head-shoot from the goats or cattle, which is best done by binding about this loosely a handful of thorns so placed as to enclose the shoot. These thorns are extra to the common hedge which requires to be put around all the trees. In the course of three years, under this treatment, the head of the tree will have reached such a height as to be beyond the reach of goats or cattle. After two monsoons the tree requires no watering.

Next in order to the Neem we may place the Kasood (*Cassia Sumatrana*). It is easily raised from seed, is of rapid growth, does not require frequent watering, and soon gives a large bushy head.

Next may be placed the Tamarind, an excellent hardy tree, fitted for any soil, but in shallow ground it requires to be surrounded by a small terrace of earth faced with rough stone. It has also the disadvantage of being rather slow in growth, and is quite as liable to destruction from rats as the Mango is.

The Mango should be planted only where the soil is good, and where there is some indication of the vicinity of water. It requires more water than most of the other trees. Grafted Mangoes should never be planted any where on the roads. Great care must be taken to preserve mango-trees from rats.

The Bendie makes an excellent road tree in situations near the coast, but grows less freely at any distance from the sea. Therefore it cannot be recommended, except for the Konkans.

The Babool is one of the best trees for roads in the inland and* upper country. It has one drawback, viz., that the shade which it affords is but imperfect, as the sun strikes through between the small leaves and branches; but the ease with which it is raised and its hardiness in growth render it desirable either for planting, or for being kept up when it springs up naturally, as is often the case, near the other trees on the road-line.

The best material for hedges round the young trees is milk-bush; prickly-pear should not be used if anything else is procurable, as it spreads so as to threaten to choke the trees and takes away much of the fertile materials of the soil, and after some years, considerable expense must be incurred for the purpose of removing it from around the trees. A very good material for hedges, in the Konkan is the physic nut (*Jatropha Curcas*).†

Where no material for hedges is readily obtainable it is necessary to protect the trees by means of bamboo cages well open in the sides, and fixed in the ground by means of one or more upright sticks. The lower edges of the cages must also be well earthed up, else they will be blown away by the first strong wind.

* It will be seen from previous orders that Government do not concur in this.

† Generally called 'Yerandi.'

The practice of binding a handful of thorns on the upper part of the top shoot of the young tree is very useful, and should in all practicable cases be done.

It is calculated that one man should suffice for hoeing, occasional repair to fences, and all detail work for a road plantation of five hundred trees.

Great care should be taken in removing grass and weeds in the early part of the rains, and to manure the ground with the dead weeds, the mud off the road, &c.

[To the trees mentioned above two others may be added. For the Deccan the beautiful *Millingtonia hortensis*, called in Poona 'Vilayati Nim,' and planted on the cantonment roads there with great success; and for the Konkan the common but very beautiful Káranj (*Pongamia glabra*).

And one caution must be added: that is to take care that all the attention of the native officials in charge of the trees is not given to the fences round the trees and none to the trees themselves. There are very many roads in the presidency on which the effects of this misdirected care may be seen in tall and thick circular hedges with a choked or stunted tree inside not to be discovered except with trouble. In other cases the hedges have been left long after the trees inside have grown beyond all need of them. In both cases all the good of the soil goes to the worthless hedge, and not to the tree which should be, but is not, valuable.]

48. **Trees near Telegraph lines.**—In laying out a new line of Telegraph, the Telegraph Officer should take care that there is no unnecessary destruction of trees, especially those of old and fine growth; and should avoid, as much as possible, interference with existing avenues, groves and plantations, and even single trees, whether public or private property; he should consult the Civil authorities and others and satisfy them on this point; and, when a new line is to be constructed along a road, the Telegraph Officer should be careful not to place it so as to interfere with the future planting of avenues of trees.

(2) Where it is agreed that the interference is unavoidable, the Telegraph Officer will further consult the Civil authorities and others concerned, and arrange with them that due compensation is paid to the owners when the trees are private property.

(3) If the trees are the property of Government, they shall not be cut down or lopped without the permission of the Officer in

charge of them, and if this is refused, the matter must be referred to the next superior Officer in the Telegraph Department, who may then consult the higher Civil or Public Works authorities, or refer to the Head of his own Department.

(4) When new lines are being constructed in Native States, the Political Agent shall be referred to by the Telegraph Officers to make the necessary arrangements with the Native Durbar for cutting or removing trees, and for granting compensation.

(5) Unless under special sanction or agreement with the Local Officers concerned, no line of Telegraph shall be erected parallel to an avenue or side of a grove of trees within 25 feet of the edge thereof. But all reasonable consideration must be given to the requirements of the Telegraph Department, as it is often difficult to carry out this rule.

(6) When new lines of Telegraph must be taken over avenues, they should be carried across as nearly at right angles as possible. Long slants are objectionable, as they interfere with many trees.

(7) The Civil or Public Works Officers are to inform the Telegraph Officers immediately on becoming aware that Telegraph lines are being constructed within 25 feet of any grove or avenue, or so as to prevent the convenient planting of a road avenue in future, or generally when any arrangement of a line of Telegraph is likely to cause inconvenience or injury.

(8) Where existing Telegraph lines are within 25 feet of any avenue or grove of trees, the Telegraph Officer shall be primarily responsible that the wires are kept free of contact. To this end he may, without reference to the Officers in charge, keep boughs up to 2 inches diameter clear for a distance of 3 feet from the line of Telegraph wire. Likewise twigs and small boughs easily moved by the wind may be cleared away for a distance of 6 feet from the Telegraph line without reference to the Officer in charge.

(9) When it is necessary that large boughs or tops of trees should be cut, permission should be asked in writing from the Officer in whose charge they are; should no answer be received within ten days, the Telegraph Officer may intimate his intention to proceed to cut the branches, and one week after shall be at liberty to cut them.

(15) The foregoing rules are not applicable to lines of Telegraph passing through forest and jungle tracts, but care should, nevertheless, be taken to avoid injury to large trees, which are in every situation to be considered as valuable.—*G. of I.*, 6 *T.* 398, *Feb.* 21, 1873.

*Note.*—A good deal of this order has been omitted as unnecessary.